

SPECIAL

ISSUE

UNIVERSITY
OF MICHIGAN

DEC 10 1958

LIBRARY

Aging

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

No. 50—December 1958

Aging Celebrates an Anniversary: Fifty Issues

Almost one-third of a million words, 49 issues, and 7½ years ago, *Aging* was born. Many persons had already spent years of work in this field. Private and public programs and projects had been serving older people for lengthy periods of time. Much local, State, and Federal legislation had been enacted and had become successfully administered programs of special significance to the elderly. Private organizations had run important local and national conferences.

But the 1st National Conference on Aging, sponsored by D/HEW's predecessor—the Federal Security Agency, in the summer of 1950, remains a milestone marking the beginning of a more national awareness and a more coordinated national approach. Professionals, experts, and laymen came together to exchange information, discuss both the problems and possible solutions, and to develop a set of recommendations which became guidelines for activities that continue today.

With the preparation of the Conference report, *Man and His Years*, and the creation of the Committee on Aging and Geriatrics by the Federal Security Administrator, the need for a publication to serve as a vehicle for a continuing exchange of information became pressing. *Aging* was designed to fill this need.

Aging 1 appeared on June 18, 1951. It announced itself as a medium for sharing information, to be published "without regular schedule", and to be distributed without charge. *Aging 2* followed on August 6, 1951, headlining the publication of the report, *Man and His Years*, and featuring a variety of stories and items on projects and programs and notes on books and films. The mailing list grew by leaps and bounds and soon covered some 10,000 readers.

Aging 3 did not appear until January 1953. The lapse was due to the preoccupation of the

Committee on Aging and Geriatrics first with the planning and running of the 1st Federal-State Conference on Aging in 1952 and then the securing of the necessary approvals and funds to publish *Aging* as a regular periodical. In this conversion, *Aging* became a bimonthly with subscriptions available through the Government Printing Office at 50¢ a year for 6 issues.

Aging remained a bimonthly from 1953 through 1956 when the increasing activities and publications in the field of aging far outran the space available. Beginning with January 1957, *Aging* was doubled in capacity by going on a monthly basis with subscriptions increased to \$1 a year for 12 issues.

Since its first issue, *Aging* has tried to cover in summary form the significant, the new, and the interesting developments in the whole field without either editorializing or endorsing. Stories always carry a reference for further information; book notes always carry information on availability.

In This Issue

<i>Aging</i>	1
Federal Council on Aging	2
Department of Labor	3
Housing and Home Finance Agency	3
Small Business Administration	4
Department of Agriculture	5
Treasury Department	5
Veterans Administration	6
Railroad Retirement Board	6
Civil Service Commission	7
Department of Health, Education, and Welfare	
Special Staff on Aging	7
Social Security Administration	8
Public Health Service	9
Office of Education	10
Office of Vocational Rehabilitation	10
Food and Drug Administration	11
Official State Organizations	11
Conferences	11
News of State Commissions	11
Books, Pamphlets, and Reports	12

ity of copies. *Aging* has also tried to provide a balanced coverage of private and public programs at the National, State, and community levels.

In the 49 issues thus far published, *Aging* has carried 993 items in its "book notes" columns. Of these: 25 (3%) covered audiovisual materials; 146 (15%) were hard-covered books; 630 (63%) were leaflets, pamphlets, booklets, and reports; and 192 (19%) were on articles or reprints from a wide assortment of general, specific, and professional periodicals.

These 49 issues also carried 1,245 stories. Of these: 48 were long "lead" stories beginning on the front page; 165 were somewhat shorter "features" beginning on an inside page; 111 were items in "News of State Commissions"; 297 covered conferences, institutes, seminars, and special courses; and 624 were highlight notes in "The Way the Wind Blows". Geographically, of the 1,245 stories, 14 (1%) dealt with international or foreign activities, 265 (21%) reported national or regional developments; and 966 (78%) covered statewide or local programs in 48 of the 52 States and Territories.

A special analysis of the 213 "lead" and "feature" stories showed 4 covered international and foreign activities, 45 covered national and regional developments, 70 covered statewide programs in 24 different States, and 94 covered programs in 58 different cities and towns in 28 different States. These 213 stories dealt with 51 major subjects or approaches covering practically every aspect of aging and programs and projects in the field.

Surveys, personal contacts, and correspondence have convinced the editor of *Aging* that it is filling a useful and needed function, one that benefits greatly from his unique position as part of a staff unit in the Office of the Secretary of Health, Education, & Welfare and of the secretariat to the Federal Council on Aging.

Aging is widely quoted, receives its share of "fan" mail, and accounts for many requests and sales of publications it notes. It has more than 4,000 paid subscribers with an estimated readership of more than 15,000 persons. An additional 1,600 Federal and State officials receive "official" copies on request and report extensive circulation of these copies.

This expanded "anniversary" issue of *Aging* is devoted primarily to special articles tracing the development of Federal programs in aging between the date of the first issue in June 1951 and the present. The stories, prepared by the individual departments and agencies, supplement the more complete and detailed presentations in the Federal Council's *Aiding Older People*, May 1958, copies of which are available free from the Special Staff on Aging, Department of Health, Education, and Welfare, Washington 25, D. C.

Federal Council on Aging

The Federal Council on Aging is the fruition of a number of attempts to organize an interdepartmental committee on aging. Such committees functioned intermittently during 1951 and 1952, as an outgrowth of interdepartmental cooperation in the first National Conference on Aging in 1950. An interdepartmental committee planned the Conference of State Commissions and Federal Agencies in 1952.

In March 1955, the Sub-Cabinet recommended that, to facilitate coordination, each of 10 specified departments and agencies designate a policy official to work in the field of aging. These officials made up an informal Interdepartmental Working Group on Aging, which held its first meeting in June 1955. In December 1955, an Executive Secretary was appointed.

Two proposals were brought before the President and the Cabinet in February 1956. The first was for a statement by the President expressing the Administration's concern for older persons and outlining the Federal Government's basic objectives, policies, and approaches. The second was that the President establish the Federal Council on Aging as a continuing interdepartmental body of major importance with a status clearly identifying it to the public, served by a small secretariat in D/HEW.

The President formally established the Council by memorandum on April 2, 1956 and shortly thereafter issued a statement, *Federal Responsibilities in the Field of Aging*. In this statement he assigned to the Council as an initial project a conference of State representatives and key Federal personnel. The Federal-State Conference on Aging was held in June 1956. Its proceedings are reported in *Mobilizing Resources for Older People*. As a mechanism for continuing Federal-State cooperation, a Joint Committee of the Federal Council and the Council of State Governments was set up in 1957, and has met twice. To acquaint interested individuals and agencies with programs and resources of the Federal Government, *Aiding Older People* was prepared and published in 1958.

The purpose of the Council is to coordinate policy development, planning, and programing for equitable employment opportunities, economic security, improved health, suitable living arrangements, and increased civic and social participation for older people. The Council facilitates communication and working relationships within the Executive Branch, provides a mechanism for gathering information, identifies unmet needs and promotes plans and projects to meet such needs through the 13 departments and agencies represented on the Council.

Department of Labor

Breaking down age barriers to employment has long been an important aspect of the Department of Labor's objective of promoting the welfare of wage earners, improving their working conditions, and advancing their opportunities for profitable employment. As the proportion of older people in our population and the magnitude of the problem have grown, there has been increasing demand to overcome such barriers which begin at 45 or, for some, as low as 35 years of age.

As early as 1950, the Department and the affiliated State Employment Services conducted limited studies on age barriers in 5 employment offices in 5 States. Based on these findings, in 1951 the Department's Bureau of Employment Security issued special policy and operating instructions for improved service to older jobseekers in Employment Service offices. Instructions covered employment counseling, placement, and other services to meet the special needs of such jobseekers and to promote equal opportunity for their employment, and special educational and informational activities to increase employment opportunities.

During this period, the Women's Bureau promoted the interests of older women through work with women's groups and special publications for employers and jobseekers. The Bureau of Labor Statistics issued special reports on employment and economic status of older persons and on collectively bargained pension plans.

To determine the national picture on age barriers to employment, a special survey was made in November 1954 in all public employment offices. It showed that the over-45 group made up one-third of all jobseekers but only 18% of nonagricultural placements.

In 1955, Congress made special funds available to the Department for a series of studies to collect facts for a more intensive program. The studies were made in 1956, covering such areas as: Specific nature of job problems facing older workers, improved methods and techniques to facilitate finding suitable employment, comparison of their characteristics and performance with those of younger workers, status of older workers under collective bargaining agreements, and effect of pension plans on the hiring of older workers. The Bureaus of Employment Security and Labor Statistics issued 6 reports. In addition, the Women's Bureau conducted pilot forums and issued a report on how to conduct earning opportunities forums for mature women.

During 1956 and 1957, a program of improved and expanded services to older workers was introduced in the local employment offices. Special funds were allocated to State Employment Serv-

ices for older worker specialists in State headquarters and larger local offices. In addition to special instructions, they were provided a special older worker handbook, a promotional kit, and comprehensive training materials.

The Department is now engaged in widespread programs to break down age barriers and provide special service to older jobseekers. Over 5,000 employment service staff have already received special training. The percentage of placement of older workers has increased, and the utilization of the older worker is being discussed by more local offices with an increasing number of employers in their communities.

During fiscal year 1957-58, more than one million placements of workers 45 and over were made. National, State, and local efforts have been stepped up further in a broad and continuing educational and informational program. The Department is fully aware that progress can be made only through community and State activities of our citizens. Through affiliated State Employment Services, it is working closely with local and State groups on aging and other community organizations. The future looks brighter for the middle-aged and older jobseeker as a result of the expanding interest in his problems and the growing efforts of all concerned—employers, labor, government, and the general public.

Housing and Home Finance Agency

In recognition of the growing need for housing for older persons, the Congress in 1956 enacted into law a three-pronged program to stimulate the provision of housing for the elderly. As the law now stands, it contains three main provisions designed to:

- (1) Facilitate the financing of nonprofit rental housing projects designed specifically for the elderly,
- (2) facilitate the purchase of housing by older persons, and
- (3) make public low-rent housing more readily available to older persons.

The law also instructed the Administrator of the Housing and Home Finance Agency to set up an Advisory Committee on Housing for the Elderly on the administration of the program.

Responsibility for the first two aspects of the program are vested in the Federal Housing Administration (FHA). Under Section 207 (nonprofit rental type), as of October 31, two projects with 690 living units have been completed and occupied with a total of \$4,709,200 mortgage insurance. There are applications for 170 more projects now in various stages of examination and processing, representing a total of about 19,000 living units (many for double occupancy) and totaling \$200 million of mortgage insurance. These proj-

Aging

Issued Monthly by the
SPECIAL STAFF ON AGING
U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Arthur S. Flemming, Secretary

No. 50—December 1958

Aging is a medium for sharing information about programs, activities, and publications among interested individuals, agencies, and organizations in the field. Communications and items for publication should be sent to *The Editors of Aging*, Special Staff on Aging, Department of Health, Education, and Welfare, Washington 25, D. C.

Subscription, \$1.00 a year (12 issues), 50¢ additional for foreign mailing; 10¢ a single copy. Send to the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Use of funds for printing this publication has been approved by the Director of the Bureau of the Budget, August 22, 1957.

ects are in 42 of the 49 States and in the Territory of Hawaii. It is expected that in a few months all 49 States and Puerto Rico will have projects being processed in this part (Section 207) of FHA's program.

In all of these projects, new thought has been given to: The specific and special needs of the aging person, the dignity of the individual occupant, the necessity for adequate recreational facilities, the creation of a warm homelike atmosphere, and the provision of adequate facilities for companionship as well as individual privacy.

Under Section 203 (individual sales type) FHA's Housing for the Elderly Program is providing the assurance of long-term financing through mortgage insurance for those persons over 60 years of age who wish to purchase a private home for their own occupancy.

To additionally facilitate the financing of private housing, the President has made available \$70 million of the Federal National Mortgage Association's special assistance funds to assure secondary mortgages in liens on housing for the elderly. As of October 23, more than \$22.5 million of this fund had either been committed or used in connection with the financing of projects for housing the elderly.

Since the inception of the Federal program in housing for the aging, the public low-rent hous-

ing phase has also been gaining momentum under the supervision of the Public Housing Administration. As of September 30, there were four projects completed, with 1,335 dwelling units, of which 170 units were specifically designed for elderly occupants. Another 14 projects with 4,761 dwelling units, of which 810 are for the elderly, are under construction. Still another 55 projects to contain 21,934 dwelling units, of which 4,410 are intended for elderly occupants, have signed annual-contributions contracts but are not yet under construction. In addition, 11 projects to contain 1,107 units, 646 of which will be for the elderly, are in various stages of preparation, planning, and processing.

In summary, in addition to the 4 projects with 170 units for the elderly that have been completed and occupied, there are 80 projects which will have 5,866 units specifically for the elderly, either in construction or to be built.

The extent to which elderly persons are being benefited by the low-rent public housing program is not limited to the number of units being developed specifically for the aging. There are at present in the neighborhood of 50,000 families in public housing projects whose head is 65 years of age or older. There are, in addition, a significant number of older persons in families with a younger head living in public housing projects.

Small Business Administration

Two of the Small Business Administration's programs, individual counseling and publications, are of benefit to older workers. Counseling provided to owners and managers of small concerns benefits their older workers indirectly. Counseling to older workers on starting businesses of their own is provided in such fields as handicrafts, home businesses, and retailing. Publications involve three different periodicals which carry articles by independent specialists, usually in the field of personnel management, and a special series of booklets on operation of small businesses. Many of these materials deal with employment of older workers or problems of older managers.

In August 1956, SBA established a loan program for privately owned hospitals, convalescent homes, and nursing homes which qualify as small businesses, which operate on a small profit, and which cannot secure needed financing on reasonable terms from regular local credit sources. Further, the applicant must show that the loan can be repaid out of earnings, that the owners or operators are experienced and have competent and sufficient professional training to operate the facility in accordance with required and acceptable standards. If a license is required by the State, county, or local authorities, the facility must have a license in good standing. Loans are repayable over a maximum period of 10 years.

Department of Agriculture

The Department of Agriculture over the past few years has devoted increased attention to how its services can make a greater contribution to the aging segment of our population.

The Department has increased its research on the nature of the problems facing the aging and how they can best be met, as well as on available resources and opportunities. Studies have been directed to such matters as the adequacy of appropriate and essential public services, proper nutrition, adequate and appropriate housing, and practical ways of developing effective partnership arrangements between the older and younger members of the farm family to provide both maximum feasible economic security for the aging and satisfactory economic opportunity for the younger family members.

Other studies have been directed specifically to discovering the available choices and most practicable adjustments for retired farm families, and the degree to which farm people are making provision for their own economic security in the period after their retirement.

Such research information provides a more adequate basis for the informal educational programs conducted jointly by the Department of Agriculture and the individual State land grant colleges through the Cooperative Extension Service. This Service has expanded its educational activities, of particular benefit to those who have retired from active farm operation and other senior citizens, in home improvement, home beautification, energy-saving measures, home conveniences, home gardening with emphasis on both balanced nutrition and recreational values, and development of handicraft avocations with some income possibilities.

The Extension Service is also stressing the development of group activities providing an opportunity for both social and civic contributions. Particular attention has been directed to insuring that people in rural areas have an understanding of the Old-Age and Survivors Insurance program and the steps necessary to enable them to be covered. This latter work is carried on in close cooperation with the staff of the Bureau of Old-Age and Survivors Insurance of the Social Security Administration.

Efforts also have been undertaken to encourage the appropriate State agencies to recognize the possibility of contributing directly to the welfare of those in the aging category through the program for distribution of surplus foods. However, the pattern of distribution is determined within each State, and the degree to which a direct contribution can be made to the eligible aging depends both on State policies and the availability of surplus foods.

Treasury Department

The Government's fiscal and monetary policies to protect the purchasing power of the dollar have special significance for older people, particularly those who live primarily on fixed incomes, such as pensions and annuities. Measures taken include intensive efforts to promote efficiency and economy in Government, together with assuring the Federal Reserve System its freedom to influence the money supply in the public interest. As a result of these policies, we have had remarkable price stability. Measured in 1939 dollars, there has been a change of only around 4 cents in the value of the dollar since January 1953, as compared with a loss of 48 cents from 1939 to January 1953.

The Treasury's tax policies recognize the special problems encountered by older persons. Our income tax laws grant substantial relief to older people or to members of their family who are responsible for their support. Measures adopted since June 1951 include the following:

Under the retirement income credit enacted in 1954 retired persons 65 years of age or over who get modest amounts of pensions, annuities, interest, dividends, and rents, may be completely exempt from tax.

Individuals of 65 or over are allowed to deduct their medical expenses without being limited like younger people to deducting only those expenses in excess of 3 percent of adjusted gross income. Older people with large medical expenses also benefit from the 1954 Code provision which doubles for all taxpayers the maximum amounts of medical expenses which may be deducted, and from the special provision adopted in 1958 which raises the maximum limitation for an aged person who is also disabled.

Older persons may benefit from the provision adopted in 1951, and liberalized in 1954, which allows a special exclusion of up to \$5,000 for death benefits paid by an employer to the beneficiaries of a deceased employee. Moreover, many mature citizens benefit from a 1954 provision which exempts from tax wage continuation payments up to a maximum weekly rate of \$100, made under an employer-financed plan for payments during absence from work because of injury or illness.

Older persons who are widows or widowers or who are not married may benefit from the special tax rate provided in 1951 for a head-of-household if they share their home with an unmarried child, grandchild or stepchild, or with any other dependent relative.

Under a provision of the 1954 Code, a taxpayer who supports his dependent father or mother may qualify as head-of-household even though his parents continue to live in their own home.

Veterans Administration

By 1951 the Veterans Administration was fully cognizant that one of its primary problems is chronic disease in an aging veteran population. Subsequently, the agency's extensive resources for rehabilitation were mobilized. Pilot projects and staff workshops were conducted. Policy was developed to provide active medical care and integrate all elements in planning for rehabilitation and followup programs. The goal is to enable the veteran to return to his home or community, using personal, VA, and community resources to meet his individual needs.

For the veterans of the Spanish-American War, special legislation in 1951 enabled VA to provide outpatient care—medical, nursing, and social work supervision as needed. In areas of concentration of this group, special geriatric clinics offer comprehensive medical services.

In 1951 a foster home plan for psychiatric patients requiring protected living, but not definitive treatment, was adopted. While not limited to the aged, it has proved most beneficial to this group who thus enjoy the opportunity to become part of a family unit, often after years of institutional life.

Domiciliary homes came into special focus in 1955. Veterans needing definitive medical care were moved into hospitals for active treatment, rehabilitation, and discharge planning; for those remaining in domiciliaries, daily living programs were inaugurated with planned work, recreation, and rest, based on medical, psychological, and social evaluation.

Medical programs are designed to maintain these veterans' vigor and health. Guidance is provided by consultants from many fields who comprise VA's Special Medical Advisory Group. Concurrently, there is increased emphasis in regional offices and hospitals on planning with other agencies and resources for providing for aged veterans medical care and satisfying living in their home communities.

Research on problems of aging has steadily increased. Subjects of investigation are deteriorative states and diseases which become more frequent as age increases. In 1956 an interdisciplinary Advisory Committee on Problems of the Aging was formed to guide VA's Research Service. A special division, Research-in-Aging, was established in 1958.

To assist in income maintenance, VA makes monthly compensation and pension payments to about 600,000 eligible veterans who are 65 or older. Additionally, approximately 360,000 aged widows and parents of deceased veterans receive monthly payments. This financial assistance helps to maintain a minimum level of health and decency.

Railroad Retirement Board

The Railroad Retirement Board since the 1930's has administered a social insurance system for the Nation's railroad workers under the Railroad Retirement and Unemployment Insurance Acts.

In June 1951, the retirement law provided monthly benefits for nondisabled retired workers at age 65 or over, and for eligible workers who were forced to retire at earlier ages because of total or occupational disability. Monthly benefits also were payable to survivors, including widows aged 65, widows under 65 with dependent children under 18, such children themselves, and, in some cases, dependent parents.

The beneficiary list has since been extended to wives (and dependent husbands) of retired workers and to dependent widowers and totally disabled children, regardless of the child's age, of deceased employees. The qualifying age for aged survivors has been dropped to 60.

The unemployment insurance law was originally intended to benefit workers temporarily unemployed, primarily for economic reasons, but has since been extended to those unemployed because of illness or injury. Presently, an eligible employee can draw from \$17.50 to \$42.50 per week for as many as 26 weeks of unemployment in a year, and a like amount for sickness.

Aging employees benefit particularly under the sickness provisions of the law, since sickness strikes more often among older persons than younger ones. Also, the law provides some protection for older workers during the transition period between working and retirement. This is particularly true of sickness benefits, since many older workers retire because of illness.

The Board also operates a placement service for unemployed workers. Special efforts are made to place older workers and to get railroads to waive age requirements.

The financing of retirement and survivor benefits is from equal contributions from employers and workers. In 1951, the combined tax was 12½% of employee earnings up to \$300 a month; the taxable (and creditable) ceiling has since been raised to \$350. Employers alone finance unemployment and sickness benefits.

In fiscal year 1957-58, \$721.4 million was paid to 798,000 retirement and survivor beneficiaries, of whom four-fifths were 65 or older. These figures compare with \$317.1 million paid in 1950-51 to 484,000 beneficiaries, with a similar proportion 65 or older. Also during 1957-58, \$221.8 million was paid to 439,000 unemployment and sickness beneficiaries, of whom 27,000 were 65 or older, compared with \$51.8 million paid to 311,000 beneficiaries, of whom 22,000 were 65 or older in 1950-51.

Civil Service Commission

Broadened employment opportunities and better retirement benefits are the main developments affecting older workers in the Federal service. In 1951, there was a general age limit of 62 for appointment to the competitive civil service. In 1952 this was changed and age limits were set only for certain specific jobs. In 1955 all maximum age limits were abolished and persons are appointed now without regard to age.

A 1956 law removed another barrier against hiring older workers by permitting reemployment of retirees on the same basis as other persons, rather than only if they possessed special qualifications. Employment of older workers has also been fostered by the Commission's work in basing physical requirements solely on the ability to do the job.

The Federal civilian retirement system has grown in size and benefits granted. In 1951, there were 170,000 retirees; in 1958, over 300,000. Survivor annuitants increased from 19,000 to over 100,000. Benefit payments have increased substantially as a result of retirement law changes in 1952, 1956, and 1958. The 1958 amendments also gave survivor annuities for the first time to about 30,000 widows of retirees and employees who died before February 28, 1948.

Department of Health, Education, and Welfare

Special Staff on Aging

The Special Staff on Aging is a staff unit within the Office of the Secretary of Health, Education, and Welfare. It reports through the Under Secretary and has the assistance of a Departmental Committee on Aging representing D/HEW's operating programs. The Special Staff keeps aware of the major advances in the evolving field of gerontology and assists in the development of programs designed to provide a favorable environment for middle-aged and older people and to make better use of their experience and skills.

Specifically, the Special Staff advises the Secretary on policy development, provides a facility for coordination of activities within D/HEW, furnishes staff services to the Federal Council on Aging, serves as a national information clearinghouse, and maintains liaison with public and private agencies at the international, national, regional, and State levels.

The Special Staff had its origin early in 1950 when the President called a National Conference on Aging. Some of the staff which organized the 1950 Conference remained to carry out services recommended by the Conference. The Conference

had stimulated interest and activity across the country and the staff soon found itself a focal point, providing information and guidance to hundreds of individuals and organizations.

In 1951, the Federal Security Administrator set up a Committee on Aging and Geriatrics representing the Federal departments and agencies which had cooperated in conducting the 1950 Conference. The Committee's functions were to advise the staff and to facilitate program coordination among the agencies involved. In 1953, when the Department of Health, Education, and Welfare superseded the Federal Security Agency, the staff was retained and given its own budget. When the Federal Council on Aging was created in 1956, Committee representation was narrowed to the constituents of D/HEW itself. Soon thereafter, the staff was reconstituted, enlarged, and given its present name.

The first major staff publication was the report of the 1950 Conference, *Man and His Years*. Subsequently, with aid from other agencies, the staff compiled and issued a fact book, a bibliography, a catalog of films and recordings, a pamphlet aimed at stimulating community activity, a bibliography of Federal publications, and pamphlets describing Federal programs in aging. The newsbulletin, *Aging*, was born in 1951.

In view of the success of overall committees on aging in a few States, the staff undertook to foster their creation in other States. By 1952, there were enough of them to warrant calling a Federal-State Conference and this, in turn, stimulated the establishment of still more. The staff compiled an inventory of official State agencies, provided consultation to States wishing to develop overall programs, worked with the Council of State Governments in developing a recommended pattern of organization, and in 1956 spearheaded the planning of the 2nd Federal-State Conference on behalf of the Federal Council on Aging and the Council of State Governments.

Simultaneously, the staff developed liaison with national and international gerontological societies and with the other public and private agencies working in the field. In addition, it assisted universities, Federal agencies, States, and others, in defining needs, organizing and conducting conferences, and developing programs. More recently, it has brought together teams of specialists from Federal agencies to assist States in conducting surveys of their programs and needs.

The newest assignment of the Special Staff is the organization of the January 1961 White House Conference on Aging, which, it is hoped, will afford opportunity to refine and integrate the thinking of the agencies and organizations which have become involved in meeting this new challenge to American society.

Social Security Administration

The last 7½ years have witnessed a marked growth of Old-Age, Survivors, and Disability Insurance as the primary source of income maintenance for the retired aged. In this period Old-Age Assistance has increasingly assumed the role of the second line of defense for persons with inadequate incomes.

Together, the two programs now provide income support for 11 million people 65 and over, seven-tenths of our aged population. In June 1951, when 5 million received payments, almost as many aged were getting assistance based on need as received insurance benefits based on past employment. Today, insurance beneficiaries outnumber assistance recipients five to one.

With the shift of responsibility for income maintenance from assistance to insurance, greater emphasis has been placed on medical and social services for assistance recipients. The general well-being of all older people, as well as their economic security, has become a growing concern of the Social Security Administration.

Throughout SSA, more staff time is being devoted to aging activities. A unified approach to these activities and to those of the rest of the Department, is attained through a SSA Committee on Aging, established in 1956.

Old-Age, Survivors, and Disability Insurance

In the last 8 years, Congress, through successive amendments, has strengthened OASDI as a means of meeting the income maintenance needs of older people. Practically everyone who works for a living is now under the system and will be able to draw benefits for himself and his dependents when he reaches 65 (62 for women) and retires, or benefits will be paid to his survivors in the event of his death. Benefit levels are substantially higher than in 1951. Together with other resources the aged individual may have, benefits are therefore more adequate to meet day-to-day living costs. More persons who are cared for in special boarding or nursing homes or institutional arrangements have benefits which help meet the costs.

As 1958 draws to a close, insurance benefits at an annual rate of \$7.5 billion are being paid to more than 10 million women aged 62 and over and men aged 65 and over. Almost 250,000 severely disabled workers aged 50 to 64 are receiving monthly disability benefits and benefits are now payable to their dependents.

The 584 district offices of the Bureau of Old-Age and Survivors Insurance, about 100 more than in 1950, are increasingly participating in local planning to extend and improve community services for the aged. Each district office also provides a referral service, giving information on

community resources to people who ask where they can get help on problems not connected with claiming or receiving benefits.

A Welfare Branch has been set up in the Division of Claims Policy which represents the Bureau at the national level in joint planning to extend and improve services for the aging. The Bureau also has an interdivisional Committee on the Aging.

Public Assistance

Every county is served by a public welfare agency. In small communities and rural areas, this agency commonly represents the only form of organized community welfare service.

While Old-Age Assistance is the specific program for the needy aged, the other assistance programs also serve older persons. All these programs have been greatly strengthened.

Public assistance has 3 purposes: To provide money payments to needy persons to meet daily living costs, to help them maintain health through payments for medical care, and to help them maintain their personal roles in family and community life through provision of social services and maximum use of resources of other programs. The latter two areas have been especially emphasized in recent years and strengthened through Federal legislation in 1956.

The 1956 Amendments specifically identified provision of social services as a purpose of the programs, with emphasis in OAA on services that help the aged to attain self-care. This emphasis has already been reflected in nationwide development of specific provisions for social services in State programs. Examples include help in locating suitable living arrangements; help in dealing with health and family problems; and special services, such as homemaker service and foster home care, to enable aged persons to live at home. In some States, close cooperation with mental health facilities is helping to return older persons to the community when institutional treatment is no longer needed. Many States are emphasizing community planning to encourage development of needed community resources.

In 1950, the Social Security Act provided for Federal participation in direct payments to doctors and hospitals and for other medical care under the assistance programs. The 1956 Amendments had the general effect of increasing Federal funds, leading to new medical care programs in States where none had existed and to improvement or expansion in the others.

Amendments in 1958 made additional Federal funds available to all States for public assistance and established a new matching basis that will provide greater flexibility, simplify administration, and relate part of the Federal contribution to each State's per capita income.

Public Health Service

Both young and old are affected by such Public Health Service activities as research in cancer and heart diseases, the Hill-Burton program to construct medical facilities, and efforts to prevent accidents and reduce air and water pollution. For many years, however, the Service has recognized that the increase in the number of older adults in the population raises health problems that require special attention. The past 7 years have witnessed many developments in PHS policy and programs which are of special significance for the health of older persons.

Research on the diseases that cause extensive disability among the aging has expanded greatly since 1951. The changes that accompany aging are being more closely studied. For example, the present Gerontology Branch, which had its inception in 1940 at the Baltimore City Hospitals and became a part of the National Heart Institute in 1948, has doubled its professional staff since the date *Aging* was first published. The Branch now includes biochemists, physiologists, psychologists, and clinicians. Since its establishment in 1952, the Section on Aging in the Laboratory of Psychology of the National Institute of Mental Health has developed studies of the anatomical and chemical changes in the nervous system and the behavioral changes that occur with aging. In 1956, the Center for Aging Research was established in NIH. This Center functions to encourage research in aging by investigators located in universities and non-Federal research institutions. To this end, the Center for Aging Research contributed administrative assistance toward planning and establishing two university-wide, interdisciplinary programs in aging, one at Duke University in 1957, the second at the Albert Einstein College of Medicine this year.

In 1951, the year following the first National Conference on Aging, the Public Health Service was ascertaining its role in the conference recommendations, e.g., those to "prevent premature disability" and to "study and evaluate the community resources for making adequate medical care available to older people". Thus, since 1950, various studies have been conducted in the Bureau of State Services, the Bureau of Medical Services, and the Division of Public Health Methods, to provide a better understanding of the dimensions of the problem and of the resources available. These studies are illustrated by such publications as *Illness and Health Services in an Aging Population* (1951), *A Study of Selected Home Care Programs* (1955), and *Nursing Homes, Their Patients and Their Care* (1957). Another recommendation of the 1950 Conference on Aging was to conduct "... Nationwide health surveys, on a

sampling basis, which would improve knowledge of the distribution of illness among various age groups". In July 1957 the gathering of such data began under the continuing National Health Survey Program. During the period 1951-1958, the Service also developed considerable health educational material, such as *The Older Person in the Home* (1957), *Strike Back at Stroke* (1958), and *How to Be a Nursing Aide in a Nursing Home* (1958).

Among the many activities in which the Service has cooperated with organizations outside the Federal Government to alleviate health problems are the joint projects with the Commission on Chronic Illness, which led to the publication of such reports as *Care of the Long-Term Patient* (1956), *Prevention of Chronic Illness* (1957), and *Chronic Illness in a Large City* (1957). Another important development was the recent national conference on measures for improving services to the chronically ill and aged in the Nation's nursing homes and homes for the aged. This conference was coordinated by the Chronic Disease Program of the Public Health Service's Bureau of State Services.

New legislation in 1954 expanded the Hill-Burton program to provide funds for chronic care hospitals, nursing homes, diagnostic and treatment centers for ambulatory patients, and rehabilitation facilities. Among other Bureau of Medical Services activities is that of the Division of Nursing Resources, which provides consultation and demonstration on adapting studies of nursing activities to institutions for aging and chronically ill. The Division of Dental Resources is participating in a project in Washington State to study dental services supplied to recipients of Old-Age Assistance.

The development of PHS programs affecting older persons is further shown by contrasting the Hygiene of Aging Section in the Bureau of State Services as of the month *Aging* was first published with the corresponding activity today. In June 1951 that section consisted of one staff member, a public health research analyst. Now, 12 persons in the Health of the Aged Section of the Chronic Disease Program devote full time to these activities. A substantial part of the consultative activities is directed toward raising the standards of care in nursing homes and homes for the aged, and toward stimulation of the provision of restorative services.

To facilitate interchange of information among the Bureaus, the present PHS Committee on Aging was established in February 1957. In October 1957, the Surgeon General appointed a National Advisory Committee on Chronic Illness and Health of the Aged, which advises in the development of policy and programs.

Office of Education

The Office of Education is emphasizing five major developments in the area of education for aging: In making available the first comprehensive bibliography on *Education on the Aging* the Office will, through periodic revisions, provide a clearinghouse of information services; through studies of aging programs and adult education in selected communities the Office seeks to capture for others the experience of schools and communities in serving the educational needs and interests of older persons; the Office has developed a consultative service which increasingly is called on to assist the States and localities in this general area of concern; the Office is developing liaison relationships with national organizations and educational groups whose cooperation can increase the range and effectiveness of educational services for the aging; the Office will continue to emphasize through many channels of communication the resources made available by Congress to the States, localities, and educational institutions for research, demonstrations, surveys, services, and experimentation. In this latter category the Library Services Act, the Vocational Education Acts, and the Cooperative Research program under Public Law 531 are more generally understood and especially applicable.

The more recent National Defense Education Act of 1958 opens a vast area of potentials for improvement of educational services for and by the older adults. Under this Act funds are provided to conduct research and experiments to find ways to make more effective use of television, radio, motion pictures, and related media for educational purposes. We suggest attention to Title VII of this act which has broad implications for education on aging. We also welcome this opportunity through *Aging* to call attention to Title X relating to statistical services of State educational agencies. Many States are seeking ways to systematize inventories in the field of adult education; Federal resources are now available for this purpose.

Since 1951 when increased emphasis was placed on cooperative effort in behalf of the aging, the Office of Education has been studying its appropriate role and evolving the programs and services which the Office is equipped to undertake and sustain. To what ends are these programs directed? The Office seeks: (1) To make education a source of continuing enrichment of the human mind and spirit; (2) to encourage communities to identify and utilize the talents and skills of our senior citizens; and (3) to create a climate of public opinion conducive to positive and intelligent community action for and by the older citizens so as to enrich the "later years".

Office of Vocational Rehabilitation

Remarkable advances have been made in vocational rehabilitation of the older disabled worker since December 1951. Principal contributing factors have been an extension and improvement of knowledge of the productive capacity of older people and increased skill and facility for meeting the employment needs of older disabled workers, development of resources, extension of research and demonstration of new techniques, legislative provisions giving greater recognition to the needs of older people, and a public more generally enlightened concerning these needs, the new resources available, and the increasing potentials.

In fiscal year 1950-51, 9,694 disabled persons aged 45 and over were rehabilitated. This represented 23% of the total rehabilitated that year. In fiscal year 1956-57, the number had risen to 21,086 rehabilitated or 30% of the total.

Passage of Public Law 565 and the Vocational Rehabilitation Amendments of 1954 resulted in the development of many additional facilities for services, research, and demonstration. The Social Security Amendments of 1954 and 1956, providing disability freeze benefits and monthly payments for permanently disabled persons 50 years of age and over, gave additional impetus to rehabilitation of disabled older workers.

Research and demonstration of techniques for evaluation of work potential conducted at Our Lady of Fatima Hospital in Providence and Highland View Hospital in Cleveland provided much needed information which set the pattern for the development of medical evaluation services in other facilities and is making it possible for increasing numbers of older persons to return to active employment. Other research projects provided occupationally oriented information and experiences in restoration to employment of older persons with cardiac, arthritic, and other chronically disabling conditions.

Grants to private nonprofit and public organizations for extension and improvement of rehabilitation facilities under the Vocational Rehabilitation Amendments of 1954 further aided the extension and improvement of services to older disabled people. Examples of these types of facilities include expansion of facilities, remodeling, and equipment to enable provision of services on a more intensive and extensive basis to a larger number of disabled persons.

Extensive consultative services have been provided to States and Regions to improve program operations and increase staff skills. OVR has participated in and supported the annual Michigan Conference on Aging. Coming out of one of these annual workshops was the publication, *Rehabilitation of the Older Worker*.

Food and Drug Administration

The publication of fifty issues of *Aging* has coincided with a period of expansion of the scope and activities of the Food and Drug Administration in its efforts to safeguard the purity, integrity, and safety of the foods, drugs, devices, and cosmetics for which the Nation's people spend about a quarter of their income each year. This brings the benefits of FDA's programs close to the daily life of every citizen and especially its aging population. The "Golden Jubilee" of Federal food and drug control was observed in 1956.

The Federal Food, Drug, and Cosmetic Act has been amended to extend its protective provisions. New regulations were included to: Set safety limits for pesticidal residues on foods, require declaration of the sodium content of low-sodium foods, establish the safety of food additives, and require dispensing of many potent drugs only on prescription. Labeling provisions of the Act have protected the public against adulteration, false claims, inadequate directions and warnings. However, quackery continues to be a major health problem.

Many safe new drugs with significant therapeutic properties have been introduced, contributing to the health and welfare of aging persons as well as the rest of the population.

Official State Organizations

Growth of official State groups on aging has been continuous but neither consistent nor clear-cut in the past 7½ years. Commissions or study groups have been set up in most States. Action has frequently resulted from the reports submitted to Governors or legislatures, often in the form of a permanent State organization to work in this field, but in some cases the report itself was the sole end result.

State action can be related to a number of significant points in the history of Federal-State developments in aging. When the 1st National Conference on Aging took place in August 1950, there were 4 States which had established official organizations. The Conference stimulated steps on the part of others; when *Aging* first appeared in June 1951, there were already 9 State groups in existence.

By the time of the meeting of State groups in September 1952, called by the Federal Security Agency (predecessor to D/HEW), 15 States had set up official organizations and 18 additional States sent representatives to the meeting.

The next milestone was the publication in July 1955 of *The States and Their Older Citizens* by the Council of State Governments, which showed that 24 States had created some type of group to work in this field.

The picture was about the same when the Federal-State Conference on Aging took place in June 1956. While recognizing that conditions vary among the States, the Conference made a general recommendation for an interdepartmental committee, a citizens' advisory committee, and the direct involvement of the Governor.

Now, 32 States have officially recognized organizations to work more effectively on problems of older people. They vary from committees to study a particular area, such as employment, to commissions composed of department heads, legislators, and citizens, with responsibilities in the entire range of aspects of aging.

Many of the early groups were set up only for study and were appointed for limited terms. Now the trend is to create more permanent organizations with wide scope for study, stimulation of action programs, and coordination of State activities in the field.

In the history of the official State groups, one general point stands out—the most effective work has been done by groups set up on a continuing basis, with broad representation, and with a budget and staff of their own.

A valuable summary of recent State activity in this area is *State Action in the Field of Aging, 1956-57*, issued February 1958 by the Council of State Governments. (See also "Books", p. 12.)

Conferences

The *Annual Convention of the National Association of Methodist Hospitals and Homes* for 1959 will take place Jan. 27-29 at the Sheraton-Jefferson Hotel in St. Louis. For further information, write to the Association at 740 Rush St., Chicago 11, Ill.

—☆—

The National Geriatrics Society, an organization of institutions for the aged having geriatrics programs, will hold its 1959 convention and exposition on April 14-16 at the Hotel Morrison, Chicago. Convention Chairman is S. H. Hoffman, 225 E. 234th St., Bronx 70, N.Y.

News of State Commissions

The Michigan Legislative Advisory Council on Problems of the Aging has completed the last of its current program of surveys and reports (see *Aging* 46, p. 4; 48, 3) with the publication of *Estimates of the Older Population of Counties and Larger Cities in Michigan, 1957*. The detailed discussion of estimating techniques will be of special interest to States planning conferences leading to the White House Conference on Aging. For a free copy, write to the Council's Executive Secretary, Anthony Lenzer, 3032 Rackham Bldg., Ann Arbor, Mich.

If you do not desire to continue receiving this publication, please CHECK HERE ☐; tear off this label and return it to the address at the left. Your name will then be promptly removed from the appropriate mailing list.

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, \$300
(GPO)

Books, Pamphlets, and Reports

Directory of Official State Agencies on Aging, as of November 1, 1958. Special Staff on Aging, Department of Health, Education, and Welfare, Washington 25, D.C. 12 pp. Free.

★

The Social Security Administration has completed the second in its series of tabulations and analyses of the results of the 1957 National Survey of Old-Age and Survivors Insurance Beneficiaries (see *Aging* 46, p. 3). Entitled *Highlights from Preliminary Tabulations: Assets and Net Worth*, the report presents tables and analyses of total net worth, liquid assets, equity in nonfarm homes, and face value of life insurance. For a free copy, write to Economic Studies Branch, Bureau of Old-Age and Survivors Insurance, Social Security Administration, Equitable Bldg., Baltimore 2, Md.

★

The Kiwanis Magazine for October presents the second half (see *Aging* 49, p. 7) of "The Outlook for the Aged" by James L. Slattery. Subtitled "Help Wanted: Age 60 or Over", the story deals with Senior Achievement, Inc., of Chicago. Kiwanis International, 520 N. Michigan Ave., Chicago 11, Ill. \$2 a year; 20¢ a copy.

★

The Family Handbook of Home Nursing & Medical Care by I. J. Rossman, M.D., and Doris R. Schwartz, R.N. New York: Random House. 403 pp. \$4.95. Dr. Rossman, Chief of Professional Services, Home Care Department, Montefiore Hospital, and Miss Schwartz, Assistant Professor in Outpatient Nursing, The Cornell University-New York Hospital School of Nursing, have produced an invaluable book that "tells what to do after the doctor has gone, shows how to do it, and explains the reason why". In addition to the many chapters specifically on the older patient and chronic illnesses, those who must provide the home medical care will find the 80-page section, "Illustrated Guide to Home Nursing Methods and Procedures" especially useful.

Report of National Conference on Nursing Homes and Homes for the Aged, 1958 (PHS Publication No. 625). 85 pp. Government Printing Office, Washington 25, D.C. 55¢. Complete report of the Conference held in February in Washington under the sponsorship of the Public Health Service, containing principal addresses, background data, and reports from each of the 8 subject sections presenting the 103 recommendations adopted and a discussion of each.

★

The October 1958 issue of *Employment Security Review* is devoted to a comprehensive review of "The Employment Service in an Expanding Economy, 1953-58". There is a special section on older workers in the chapters on "Special Applicant Groups" and on "Work Tools and Technical Development". For sale by Government Printing Office, Washington 25, D.C., \$2 a year, 20¢ a copy.

★

Extension Program of a Regional Home for the Aged: An Aspect of Community Planning with and for Small Communities by Abraham Kostick and Theodore Rosen. A challenging paper on a new concept, extension services from a central home to rural, town, and small city areas which cannot develop resources within their own communities. For a free copy, write to Mr. Kostick, Executive Director, Jewish Home for the Aged, Upper Tibbitts Ave., Troy, N.Y.

★

Illustrative Projections of the Population of the United States, by Age and Sex, 1960 to 1980 presents various estimates of future population components based on given assumptions as to fertility, mortality, and net immigration. Report (Series P-25, No. 187) is for sale by Bureau of the Census, Washington 25, D.C. at 25¢.

★

Organized Religion and the Older Person, edited by Delton L. Scudder. Gainesville: University of Florida Press. 133 pp. \$2.50. A report on the 8th Annual Southern Conference on Gerontology, April 1958, sponsored by the University of Florida Institute of Gerontology.